

## Message Text

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ORIGIN EB-08

INFO OCT-01 EA-07 ISO-00 CAB-02 CIAE-00 COME-00  
DODE-00 DOTE-00 INR-07 NSAE-00 FAA-00 PM-04  
NSC-05 SP-02 SS-15 L-03 H-01 /055 R

DRAFTED BY EB/OA:MHSTYLES:VLV

APPROVED BY EB/OA:MHSTYLES

EA/J - D.SMITH

E - L.ROSS

S/S - MR. SEBASTIAN

-----301931Z 082294 /45

R 300101Z APR 77  
FM SECSTATE WASHDC  
TO AMEMBASSY TOKYO

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E.O. 11652: GDS

TAGS: EAIR, JA

SUBJECT: US-JAPAN CIVAIR NEGOTIATIONS

1. UNDER SECRETARY COOPER CALLED IN JAPANESE AMBASSADOR TOGO (ACCOMPANIED BY MINISTER FUKADA) ON APRIL 28 TO DISCUSS BILATERAL CIVAIR SITUATION. HE NOTED THERE ARE MAJOR AVIATION ISSUES BETWEEN US AND UK ON WHICH TWO SIDES ARE STILL FAR APART AND THAT A MAJOR CONFRONTATION WITH UK IS POSSIBLE. IT WAS IMPORTANT RESOLVE US-JAPAN ISSUES IN A CONSTRUCTIVE MANNER IN ORDER AVOID SUCH CONFRONTATION ALSO ARISING WITH JAPAN. COOPER REVIEWED SITUATION ON IMMEDIATE ISSUES, SAYING LONGSTANDING SAIPAN QUESTION AND SLOTS FOR US SUPPLEMENTAL AIRLINE CHARTERS SHOULD BE RESOLVED QUICKLY. HE HOPED JAPANESE WERE NOT DELAYING SAIPAN RESOLUTION INTENTIONALLY. AS FOR LONG-TERM ISSUES, CAPACITY CONTROL DESIRED BY JAPANESE CAUSES GREATEST DIFFICULTY FOR CONFIDENTIAL

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USG AS IT HURTS CONSUMERS, BUT WE ARE PREPARED TO BE FORTHCOMING ABOUT ROUTES IF OTHER ISSUES SETTLED.

2. AMBASSADOR REPLIED JAPAN NOT DRAGGING ITS FEET ON SAIPAN BUT THERE WAS CONCERN IN JAPAN THAT, ONCE THIS SETTLED, US COULD THEN STALL ON REVISIONS OF AGREEMENT. HE WAS ENCOURAGED BY US STATEMENTS THAT IT WOULD CONSIDER

ROUTE CHANGES AND BY COMPREHENSIVE US PROPOSAL ON IMMEDIATE

ISSUES (STATE 89238) BECAUSE THEY LESSENED PRESSURE FOR TERMINATION OF AGREEMENT. EMBASSY HAD NOT YET RECEIVED INSTRUCTIONS ON LATTER PROPOSAL BUT HE ANTICIPATED DIFFICULTY IN ALLOCATING ADDITIONAL SLOTS AT OSAKA. AMBASSADOR SAID JAPAN WANTED TWO MAIN THINGS IN REVISION TALKS, NAMELY, ADDITIONAL ROUTES AND CAPACITY CONTROL. US HAD WIDE OPEN ROUTE RIGHTS TO AND BEYOND JAPAN, SO JAPAN HAD NOTHING TO OFFER TO OBTAIN NEW ROUTES TO AND BEYOND US. IT WAS NECESSARY THEREFORE NEGOTIATE ROUTES FROM SCRATCH, NOT JUST BUILD ON EXISTING ROUTES. RE CAPACITY, AGREED MINUTE WAS NOW OUTMODED. WITH JAPAN PROVIDING MORE TRAVELERS THAN US, CAPACITY SHOULD NOW BE SPLIT 50-50. HE SAID THERE IS PSYCHOLOGICAL CONCERN IN JAPAN THAT US AIRLINES ARE SWAMPING JAL. THE GOJ SEEKS A "FAIR" FRAMEWORK FOR US-JAPAN AVIATION RELATIONS.

3. COOPER FELT THERE WAS INCONSISTENCY BETWEEN TWO JAPANESE OBJECTIVES, I.E., JAPAN WAS ASKING FOR EQUAL OPPORTUNITY ON ROUTES BUT NOT IN CAPACITY AREA. (AMBASSADOR SAID HE COULD NOT DENY THIS.) COOPER REPEATED THAT NEW ROUTES IN A GROWING MARKET COULD BE CONSIDERED, BUT CAPACITY CONTROL SMACKS OF MARKET SHARING AT EXPENSE CONSUMERS AND SERVICES AND WILL POSE MAJOR DIFFICULTY FOR U.S.

4. COOPER SAID HE WAS SORRY HEAR THERE MAY BE PROBLEM WITH US COMPREHENSIVE PROPOSAL OVER OSAKA SLOTS BECAUSE HE  
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UNDERSTOOD THERE WAS LESS OF CONGESTION PROBLEM THERE THAN AT HANEDA. HE URGED GOJ GIVE CAREFUL STUDY US PROPOSALS AND RESPOND, IF NECESSARY, WITH A COUNTER PROPOSAL ASAP.

5. THERE WAS BRIEF AND INCONCLUSIVE DISCUSSION RE NEXT MEETING, WITH AMBASSADOR EXPRESSING GOJ DESIRE CONSIDER BOTH IMMEDIATE AND LONG-TERM QUESTIONS DURING NEXT ROUND OF TALKS. COOPER REPLIED HE UNDERSTOOD THIS, SO LONG AS THIS FORMAT WAS NOT JAPANESE DELAYING TACTIC.  
CHRISTOPHER

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## Message Attributes

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**Channel Indicators:** n/a  
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**Disposition Approved on Date:**  
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**Disposition Date:** 22 May 2009  
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**Original Handling Restrictions:** n/a  
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**Status:** NATIVE  
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**TAGS:** EAIR, JA, US  
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**Review Markings:**  
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